

Message Text

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UNCLAS SECTION 1 OF 2 DAR ES SALAAM 2472/1

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SUBJECT: NEW AFRICAN MANPOWER TRAINING PROJECT

(NO. 698-11-660-384)

AMEMBASSY/USAID MESSAGE

1. MISSION READ REFTEL W/GREAT INTEREST AND HEARTENED INCREASED ATTENTION BEING FOCUSED IN AID/W ON GENERAL MANPOWER DEVELOPMENT AND NOT EXCLUSIVELY ON MANPOWER TRAINING WHICH IS DIRECTLY RELATED TO ONGOING BILATERAL AID PROJECTS. THIS HAS BEEN PROBLEM FOR BILATERAL MISSIONS FOR SOME TIME. IN TANZANIA WHERE AID PROGRAM PRIMARILY CONCENTRATED IN AGR AND HEALTH SINCE LATE 1960'S, TRAINING HAS BEEN LIMITED TO THESE DISCIPLINES AND MORE SPECIFICALLY TO INDIVIDUAL FIELDS REPRESENTED BY OUR PROJECTS -- AG RESEARCH, SEED MULTIPLICATION, LIVESTOCK MARKETING, MATERNAL/CHILD HEALTH, ETC. AS RESULT, THERE HAS BEEN ABSOLUTELY NO FLEXIBILITY IN MISSION'S TRAINING PROGRAM AND WE HAVE HAD ANSWER NEGATIVELY EACH TIME TANGOV REQUESTED TRAINING ASSISTANCE WHICH FELL OUTSIDE PROJECTS MENTIONED ABOVE. REFER TO EDUCATION SECTION OF MISSION'S DAP OF JAN., 1975 WHERE THIS IS DISCUSSED.

2. ALSO INCLUDED IN DAP IS DISCUSSION OF CRITICAL MANPOWER NEEDS OF TANZANIA WHICH LIKE MOST AFRICAN NATIONS LACKS SUFFICIENT

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NUMBERS PROFESSIONALLY TRAINED INDIVIDUALS ON ALMOST ANY LEVEL ONE

COULD NAME. WHILE MOST AID DONORS IN TANZANIA ARE PROVIDING TRAINING IN THEIR VARIOUS PROJECTS AND IN SOME CASES ARE GREATLY ASSISTING TANZANIA IN ITS EFFORTS INCREASE ITS CAPACITY TO TRAIN TANZANIANS IN TANZANIA, THERE REMAINS A GREAT GAP BETWEEN THE TRAINING UNDERWAY OR PLANNED AND THAT WHICH NEEDED.

3. TO OVERCOME THIS DEFINITE CONSTRAINT TO OUR PROGRAM OPERATIONS IN TANZANIA AND OUR INABILITY TO POSITIVELY RESPOND TO OBVIOUS MANPOWER NEED OF TANZANIA WHICH REFLECT OUR PROGRAM GOALS BUT ARE NOT PROJECT RELATED, THE MISSION HAS SUBMITTED W/THE FY 1977 ABS A PID ENTITLED "OVERCOMING CRITICAL DEVELOPMENT MANPOWER SHORTAGES". IN PAST USAID HAS RECEIVED FROM MANY MINISTRIES AND SUBORDINATE AGENCIES TANZANIA GOV. REQUESTS FOR PROFESSIONAL TRAINING IN MANY AREAS OF CRITICAL IMPORTANCE AND IN MANY CASES THE MISSION WOULD HAVE LIKED TO HAVE HELPED BUT WAS UNABLE TO DO SO. THE TYPE OF TRAINING IN AREAS OF SPECIALIZED MANAGEMENT, PUBLIC FINANCE, NUTRITION, ETC. WE WISH PROVIDE UNDER THAT PROGRAM IS CLEARLY SPELLED OUT IN ABOVE-MENTIONED PID FOR FY 77. ALTHOUGH FOUR INSTITUTES AND TANZANIA'S SINGLE UNIV. OFFER SELECTION OF MANAGEMENT COURSES, THERE IS GREAT NEED FOR OVERSEAS TRAINING. THE U.S., WITH ITS OUTSTANDING REPUTATION IN ALL TYPES OF MANAGEMENT TRAINING IS KEENLY SOUGHT AFTER BY TANZANIANS. THIS NEW PROJECT IS DESIGNED TO PROVIDE THE MISSION A VEHICLE THROUGH WHICH VITAL DEVELOPMENTAL TRAINING CAN BE PROVIDED IN AREAS OF STUDY HERETOFORE OUTSIDE THE MISSION'S MANDATE. WE PLAN THAT THIS PROJECT WILL BEGIN IN FY 1977.

4. BECAUSE OF THE IMMENSE TRAINING NEEDS IN TANZANIA, HOWEVER. WE DO BELIEVE THAT THERE IS PLACE FOR BOTH A BILATERAL TRAINING PROGRAM AND A TRAINING PROJECT FUNDED IN AID/W SUCH AS THE ONE UNDER DISCUSSION. IN ADDITION THE MISSION RECEIVES A CONTINUOUS FLOW OF VARIOUS PROGRAMS/SEMINAR OFFERINGS FROM AID/W, VERY FEW OF WHICH WE CAN UTILIZE BECAUSE AGAIN WE HAVE NO PROJECT VEHICLE THROUGH WHICH WE CAN TAKE ADVANTAGE OF THE TRAINING. THIS NEW PROGRAM WOULD PERMIT SOME FLEXIBILITY IN TAPPING THESE OFFERINGS FROM AID/W. WITH THESE PREFACE COMMENTS, REMAINDER OF THIS MESSAGE IS KEYED TO QUESTIONS IN REFTTEL:

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QUESTION A: WHILE TRAINING NEEDS IN MOST AREAS ARE GREAT, DUE TO LIMITED RESOURCES AID CANNOT EXPECT TO RESPOND TO MORE THAN A FEW OF THE PRIORITY NEEDS. RECENT GOVERNMENT STATEMENTS (SEE, IN PARTICULAR, MINISTER OF FINANCE ANNUAL BUDGET MESSAGE, SUMMARIZED IN DAR 2228) POINT TO FUNDAMENTAL POLICY OF SUPPORTING THOSE PRODUCTIVE SECTORS OF ECONOMY WHICH PROMISE IMMEDIATE RETURN IN TERMS OF FOREIGN EXCHANGE EARNINGS (AND SAVINGS) AND FOOD PRODUCTION. MOST IMMEDIATE QUESTION IS HOW TANZANIA CAN

MAKE MOST OF LIMITED RESOURCES IT HAS AT ITS DISPOSAL. THE SINGLE COMMON CONSTRAINT IN ACHIEVING THIS GOAL IS THAT TANZANIA IS CRITICALLY SHORT OF BOTH GENERAL AND SPECIALIZED MANAGEMENT SKILLS AND WE DISCUSSED THIS POINT IN SOME DEPTH IN DAR 1610 (PARA. 3) AND THE TANZANIAN DAP. OUR COUNTERPARTS AGREE THAT MANAGEMENT SKILLS ARE A KEY CONSTRAINT. FINAL DRAFT REPORT OF GAO TEAM TO TANZANIA SUGGESTS POSSIBLE CONGRESSIONAL INTEREST IN QUESTION OF CONSTRAINTS FORCED ON GROWTH OF ECONOMY WHEN MIDDLE-MANAGEMENT CAPACITY THIN. QUESTION B: AS DISCUSSED ELSEWHERE, MISSION'S BILATERAL PROGRAMS ARE CONTINUALLY RUNNING UP AGAINST AREAS OF SPECIALIZATION FOR WHICH TANZANIAN GOV. HAS INSUFFICIENTLY TRAINED PERSONNEL, PARTICULARLY IN THE AREAS OF MANAGEMENT CAPACITY. THE TWO TRAINING PROJECTS UNDER DISCUSSION WILL GREATLY ASSIST AID'S EFFORT IN TANZANIA AND WILL HELP FULFILL TANGOV NEEDS BY PERMITTING TRAINING TO OCCUR IN THESE MAJOR CONSTRAINT AREAS WHERE PREVIOUSLY U.S. ASSISTANCE WAS IMPOSSIBLE.

QUESTION C: THERE ARE SEVERAL AREA PROGRAMS IN FIELDS OF GENERALIZED AND SPECIALIZED MANAGEMENT THAT CAN BE USEFUL AND WE LIST THEM BELOW:

1. IN LATE 1960'S USAID/T PROVIDED CANDIDATES FOR GRADUATE-LEVEL TRAINING IN PROJECT MANAGEMENT AT ARTHUR D. LITTLE (ADL), CAMBRIDGE. THE RETURNEES ARE MAKING OUTSTANDING CONTRIBUTIONS TO TANZANIA'S ECONOMIC DEVELOPMENT (ONE IS NOW PRIN. SEC. OF INDUSTRIES MINISTRY, THREE ARE TOP OPERATING EXECUTIVES OF THREE LARGE STATE-OWNED CORPORATIONS AND ANOTHER IS NUMBER TWO IN LARGEST STATE-OWNED CORPORATION) AND OPPORTUNITY STUDY AT ADL IS HOTLY SOUGHT AFTER, AND, THEREFORE, DRAWS THE BEST CANDIDATES. THE UNCLASSIFIED

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PROGRAM PROVIDES FIRST-RATE TRAINING IN ALL FIELDS OF MANAGEMENT BUT ITS GREATEST ATTRIBUTE IS SKILLS IT GIVES IN PROJECT IMPLEMENTATION. WE UNDERSTAND ADL TRAINING WAS DROPPED IN FAVOR OF LESS EXPENSIVE USDA TRAINING. USDA MAY BE LOWER IN COST BUT IN EYES OF TANGOV IT IS SIGNIFICANTLY LESS ABLE TO PRODUCE KIND OF TRAINED MANAGERS IT FEELS (AND WE WOULD AGREE) TANZANIA URGENTLY REQUIRES. SUGGEST THAT COST FACTOR SHOULD BE REVIEWED IN TERMS OF VALUE IT PROVIDES TO DEVELOPING COUNTRY'S ECONOMIC GROWTH. PERHAPS ADL COURSE COSTS COULD BE REDUCED BY LIMITING FIELD TRIPS FURTHER AFIELD THAN U.S. EAST COAST. ONE ITEM IN ADL COURSE THAT SHOULD NOT BE

OVERLOOKED IS ITS AFTER-SALES SERVICE. ADL
SENDS REPRESENTATIVES TO COUNTRIES LIKE
TANZANIA WHO MEET WITH FORMER GRADUATES AND
MAKE CERTAIN ADL GETS TOP PEOPLE FOR FUTURE COURSES.

2. TRAINING OF TRAINERS COURSE OFFERED LAST JAN.
HAS PROVED USEFUL ONE TO INCLUDE TANZANIAN
PARTICIPANTS (AIDTO CIRC A-469, JUNE 1974).
UNDERSTANDING OF DEVELOPING PERSONNEL FROM
WITHIN THE ORGANIZATION NOT ALWAYS CLEARLY
UNDERSTOOD AND RETURNEES PLACED IN RESPONSIBLE
POSITIONS CAN, WE BELIEVE, CARRY OUT TRAINING
COURSES INSIDE COMPANY WHICH TOO OFTEN ARE
PROVIDED UNNECESSARILY BY OVERSEAS AID DONORS.
MORE IMPORTANT, PRODUCTS OF THIS COURSE CAN PROVIDE
IN-HOUSE, SUB-PROFESSIONAL TRAINING THAT WILL
PRODUCE THE SKILLED-SUPPORTATIVE MANPOWER FOR MANAGEMENT.

3. SUMMARY OF RECOMMENDATIONS CONTAINED IN "REPORT OF THE
MANAGEMENT TRAINING STUDY" COMPLETED APR. 1975, THAT
TANZANIA MUST EXPAND ITS MANAGEMENT TRAINING IN-
STITUTIONS TO PROVIDE THE NUMBER OF TRAINED
MANAGERS THE COUNTRY DESPERATELY NEEDS. TO THIS
END, WE BELIEVE MANPOWER PROGRAM DISCUSSED IN REFTEL
COULD PROVIDE PROFESSIONAL TRAINING TO GRADUATE
STUDENTS WHO WOULD RETURN TO TANZANIA TO TAKE UP
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ACADEMIC POSTS IN MANAGEMENT TRAINING INSTITUTIONS.

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TO SECSTATE WASHDC 8897

INFO AMEMBASSY NAIROBI

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AMEMBASSY/USAID MESSAGE

4. LAST, AND PERHAPS, MOST IMPORTANT OF ALL, IS SHRIEKING NEED IN TANZANIA TO PROVIDE TRAINING IN ALL LEVELS OF FINANCIAL MANAGEMENT - STARTING W/ORDINARY BOOKKEEPERS. IMPOSSIBLE TO OVERSTATE BAD SITUATION OF FINANCIAL RECORD KEEPING IN TANZANIA AND LIMITS IT PLACES ON SOUND MANAGEMENT-DECISION MAKING RIGHT UP TO AND INCLUDING MINISTERIAL LEVEL. PROBLEM STEMS FROM VERY RAPID GROWTH OF PUBLIC SECTOR IN LAST DECADE AS GOVERNMENT POLICIES WORK TO DISPLACE PRIVATE SECTOR WHICH WAS LARGELY MADE UP OF NUMEROUS SMALL ENTREPRENEURS WHO KEEP MINIMUM OF FINANCIAL RECORDS.

CONSEQUENTLY DEVELOPMENT OF ACCOUNTANCY PROFESSION HAS LAGGED BADLY. IN THIS SITUATION GOVERNMENT ATTEMPTED IN PAST TO IGNORE IMPORTANCE OF FINANCIAL CONTROLS BUT IN LAST TWO YEARS HAS COME TO RECOGNIZE FULL MEANING OF THIS OVERSIGHT AS LITERALLY HUNDREDS OF CASES EXPOSE MISUSE OF FUNDS, PARTICULARLY IN THE AGRICULTURAL CO-OPS, AND FAILURE OF PRESENT ARRANGEMENT TO PROVIDE ACCURATE FINANCIAL REPORTING REQUIRED BY DECISION-MAKERS. RECOGNIZING IMPORTANCE OF MANAGEMENT INFORMATION SYSTEM AND STANDARDS U.S. OFFERS TO WORLD, TANGOV ESTABLISHED BOARD YEAR AGO WHICH SWITCHED FROM BRITISH PROFESSIONAL QUALIFICATIONS TO THOSE APPLIED IN U.S. THE BOARD IS INSISTENT ON USING HIGHLY UNCLASSIFIED UNCLASSIFIED

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CONTROLLED STANDARDS USED IN U.S. AND INSTITUTING OUR COST CONTROL AND MANAGEMENT ACCOUNTING PROCEDURES.

PROBLEM IS THAT TANZANIA HAS NEAR ZERO CAPACITY TO ESTABLISH THESE REFORMS. FOR EXAMPLE, SECOND LARGEST PARASTATAL HAS ONLY TWO TANZANIANS (OUT OF 26) POSITIONS FILLED BY PROFESSIONALLY QUALIFIED ACCOUNTANTS. AS ITS MANPOWER DIRECTOR NOTED IN PAPER RECENTLY, AT "SECTIONAL ACCOUNTANT LEVEL... A SIZEABLE NUMBER OF INCUMBENTS... DO NOT HAVE ANY QUALIFICATIONS IN ACCOUNTING (WHILE) AT THE SAME TIME A SIGNIFICANT PORTION OF THE POSTS OF SECTIONAL ACCOUNTANTS ARE VACANT." WE JUDGED THAT THIS PARTICULAR PARASTATAL WAS SIGNIFICANTLY BETTER

STAFFED THAN MOST. SITUATION WITHIN AGRICULTURAL CO-OP MOVEMENT EVEN MORE DIFFICULT AND SITUATION BRIEFLY REVIEWED UNDER QUESTION D (PART I).

MINISTER OF FINANCE HAS TAKEN LEAD IN THIS PRIORITY MANPWOER AREA AND IS DEVELOPING PLANS TO ESTABLISH FOUR ACCOUNTANCY AND FINANCIAL MANAGEMENT SCHOOLS WHICH WOULD TURN OUT LEGIONS OF BOOK-KEEPERS, ACCOUNTANTS AND CPA'S TO STAFF OUT PUBLIC SECTOR. UNFORTUNATELY, FINANCIAL MANAGEMENT IS HARDLY SEXY SUBJECT AS DEVELOPMENT AID PROJECT AND ONLY MINUTE QUANTITY ECONOMIC ASSISTANCE IN THIS AREA HAS BEEN FORTHCOMING. HOWEVER, ELEMENTS THIS MISSION, STARTING W/AMBASSADOR, BELIEVE THAT INSTITUTION OF FINANCIAL CONTROLS CAN PROVIDE FUNDAMENTAL MEASURE OF DISCIPLINE AND FINANCIAL CONTROL THIS COUNTRY DESPERATELY NEEDS. PROVIDING ASSISTANCE IN THIS AREA WOULD BE SELF-SERVING TO OUR DEVELOPMENT ASSISTANCE PROJECTS TO EXTENT AID SUPPORTING ONE OF ACCOUNTING SCHOOLS MINISTRY OF FINANCE IS SEEKING TO ESTABLISH OR, AT MINIMUM, PROVIDING PARTICIPANT TRAINING TO SPAWN STAFF FOR SCHOOLS. THIS COULD INCLUDE GRADUATE TRAINING FOR SEVERAL TEACHERS AT ONE OR MORE OF THE FOUR SCHOOLS.

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QUESTION D: IN TANZANIA AGENCIES WHICH SUPPORT AND PROVIDE SERVICES TO THE RURAL POOR ARE STATE-OWNED OR DIRECTED. THESE SAME AGENCIES HAVE, ALMOST WITHOUT EXCEPTION, INADEQUATE MANAGEMENT AND FINANCIAL CONTROLS. ANY EFFORT TO OVERCOME THESE WEAKNESSES CANNOT HELP BUT BE OF DIRECT ASSISTANCE TO RURAL POOR SINCE THEY ARE DEPENDENT UPON THEM TO PROVIDE INPUTS AND MARKETING SERVICES. FOLLOWING RECEIPT REFTEL, QUESTION D WAS DISCUSSED IN DETAIL W/CHIEF, MANPOWER DEVELOPMENT DIV., MINAG. HE MADE SEVERAL POINTS WHICH EXPLAIN IMPORTANCE UPGRADING AND EXPANDING MANAGEMENT CAPACITY IN AGRICULTURAL SECTOR AND ITS REQUIREMENTS IN RELATIONSHIP TO RURAL POOR:

LARGE SERVICE AGENCIES WILL BECOME INCREASINGLY IMPORTANT TO SMALL FARMERS. VILLAGE CO-OPS WILL CONTINUE

PROVIDE SOME SERVICES, BUT THEIR ABILITY TO DO SO CONTINUES BE CONSTRAINED BY ALMOST TOTAL LACK OF MANAGEMENT AND ACCOUNTING CAPACITY AT LOCAL LEVEL. MOST REGIONAL COOPERATIVE UNIONS, WHICH ARE SUPPORT AGENCY FOR VILLAGE CO-OPS, ARE PARTICULARLY WEAK IN MANAGEMENT STAFF AND NEED HEAVY INFUSION OF ACCOUNTANTS AS WELL TO PERMIT THEM TO PERFORM THEIR MISSIONS. MOST IMPORTANT, REGIONAL UNIONS

NEED WELL TRAINED AUDITING TEAMS WHICH CAN ENFORCE GREATER FINANCIAL CONTROLS ON VILLAGE CO-OPS AS WELL AS PROVIDE BETTER REPORTING OF FINANCIAL AND PRODUCTION INFORMATION. TANGOV RECOGNIZES THAT UPGRADING AND IMPROVING MANAGEMENT CAPACITY IN CO-OPS IS VERY DIFFICULT AND LONG-TERM PROPOSITION AND, BECAUSE OF THIS, THE VARIOUS MARKETING AUTHORITIES (COTTON, TOBACCO, LIVESTOCK, ETC.) ARE BEING CALLED UPON TO BRING SERVICES TO FARMERS THAT CO-OPS CANNOT PROVIDE. SINCE MANY OF THE MANAGEMENT WEAKNESSES OF THE CO-OPS ARE FOUND THOUGH TO MUCH LESSER EXTENT IN AUTHORITIES, IT WILL BE DIFFICULT, WITHOUT BETTER MANAGEMENT, FOR THEM TO PROPERLY CARRY OUT THEIR NEW ASSIGNMENTS. BURDEN OF ENLARGED MISSION WILL PLACE SEVERE DRAIN ON MANAGERIAL MANPOWER OF AUTHORITIES AND WEAKEN THEIR ABILITY TO OFFER USEFUL SUPPORT ROLE TO FARMERS. AUTHORITIES ALSO HAVE WEAK FINANCIAL MANAGEMENT CAPABILITY WHICH WILL BE UNDER MUCH GREATER STRESS AS IT SHOULDERS SOME OF BURDENS NOW BEING TAKEN OFF BACK OF CO-OPS.

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MINAG MANPOWER CHIEF ALSO FOCUSED ON ROLE OF MANAGEMENT OF NEW VILLAGE UNITS WHICH HAVE BEEN ESTABLISHED AS CONSEQUENCE OF MASSIVE VILLAGIZATION PROGRAM WHICH WAS INSTITUTED LAST YEAR (SEE DAR A-188, OCT. 11, 1974). VILLAGE UNITS WITH TYPICALLY 500 FARM FAMILIES (AND TYPICALLY CONTAIN HARD CORE OF RURAL POOR) WILL NEED STRONG MANAGERIAL DIRECTION (SUPPORTED BY TRAINED ACCOUNTS CLERKS) IF THESE VILLAGES ARE TO BECOME PRODUCTIVE UNITS TANGOV HOPES. TO HIS MIND, LACK OF FARM MANAGEMENT CAPABILITY AT VILLAGE LEVEL IS MUCH MORE CRITICAL THAN SHORTAGE OF TRAINED AGRICULTURAL EXTENSION WORKERS. TO ILLUSTRATE POINT, HE STATED SINGLE FARM MANAGEMENT TRAINING SCHOOL IN TANZANIA HAS ANNUAL OUTPUT OF ONLY 40, WHILE THERE ARE 10,000 VILLAGES WHICH NEED THESE GRADUATES. FOR FURTHER DISCUSSION OF VILLAGE MANAGEMENT PROBLEM, WE SUGGEST READING OF DAR A-058 WHICH REVIEWS EFFORT AT REGIONAL GOVERNMENT LEVEL TO DEAL W/THIS IMPORTANT PROBLEM.

WE THE MISSION FIRMLY BELIEVES THAT THIS NEW PROGRAM MUST BE ADMINISTERED BY THE INDIVIDUAL USAID'S AND NOT BY AAI. WITHOUT SOMEONE ON SCENE IN EACH INDIVIDUAL COUNTRY, PROGRAMS TEND TO DRIFT AND IT IS OUR FEELING THAT WHILE ASPAU AND AFRAD CERTAINLY WERE VALUABLE THEY COULD HAVE BECOME INCREASINGLY MORE VALUABLE IF THE INDIVIDUAL MISSIONS HAD HAD MORE RESPONSIBILITY IN CANDIDATE SELECTION. IN COUNTRIES WITHOUT BILATERAL MISSIONS POSSIBLY AAI COULD PLAY A ROLE IN COORDINATING NEW TRAINING PROGRAM. WE WOULD SUGGEST THAT EACH BILATERAL MISSION BE ASSURED OF A GIVEN NUMBER OF PARTICIPANTS EACH YEAR IN FIELDS WHICH THE HOST COUNTRY AND THE MISSION BELIEVE TO BE OF A PRIORITY NEED. THESE CAN BE DIVIDED

BETWEEN LONG-TERM AND SHORT TERM PROGRAMS. WHILE WE
WOULD PREFER TO HAVE COMPLETE CONTROL FOR SELECTION WITHIN
THE MISSION, WE RECOGNIZE THAT AID/W WOULD PROBABLY REQUIRE
SOME RESPONSIBILITY FOR FINAL SELECTION.
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